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AUTHOR Dickscn, Gecrge E.
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ABSTRACT

The preservice-inservice, perfcrmance based teacher education (PBTE) program of the University cf Tcledc (Ohic) is described as an important example of the prcgress PETE has made in the last decade and as an embodiment cf charges the mcvement is undergoing as it assumes a permanent pcsiticn in the process of educating American teachers. Presented against a backcrcp cf predictions on the future of teacher educaticn, the Tcledc program and its organization is described as a blend of PBTE, competency based education (CBE), and individually guided education (IGE). Conceptual design and basic assumpticns cf the program are listed. The public school system inservice program, paralleling campus program development, is also described, as is the creation cf a Teacher Education Center, designed tc assume the rcle cf implementer and re-educator in schools where PETE, CBE, and IGE are being initiated. Other activities of the university in preservice and inservice PBTE teacher education are noted. The necessity fcr a review cf research and evaluation needs are examined, and a prediction for the future of PBTE is given. (MJE)

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Presentation made by Dr. George E. Dickson at the AACTE annual meeting in Chicago, Ill., February 22, 1978

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SOME OBSERVATIONS ABOUT COMPETENCY-BASED EDUCATION AND THE PROGRAM OPERATED AT THE UNIVERSITY OF TOLEDO

The lead editorial in the November-December issue of the Journal of Teacher Education dealing with the theme "Forecast for Teacher Training" centers on the subject of crisis, challenge and change in teacher education. The editorial states, "The message is clear in the stream of reports and newspaper stories: the citizens want increased responsiveness and more accountability. The efforts of education study groups, researchers, practitioners and administrators have been pressing for the same. The intensity of the public pressure can be good for it puts high on our action agenda the reconceptualization and restruction of education personnel development. We must create a body of professionals, responsible to the public, who are so competent and productive that the public accepts professional leadership in education decision-making; resource allocation; general societal improvement which is educationally supportive; and assessment of the educative efforts of the schools, colleges, and the society at large."[1] It all sounds so familiar, doesn't it? Teacher education always seems to be in a state of constant crisis; it is perpetually being challenged; and teacher education change is something we talk about, and talk about, and talk about, etc., etc.

The particular issue of the Journal of Teacher Education referred to highlights three articles written by Bruce R. Joyce, Sam J. Yarger and Kenneth R. Howey on the results of a recently completed national study which sampled 238 of the 1400-plus institutions that prepare teachers at the preservice level. The entire effort was a considerable attempt to gather information about preservice and inservice teacher education--to look at the enormous

[1] Joel Burdin, "Crisis, Challenge and Change," The Journal of Teacher Education 28:2 (November-December, 1977).

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enterprise called teacher education to see what is occurring and not occurring. This research effort and reports of it are the "hottest" items being considered about teacher education on the current lecture circuit at professional education meetings and in professional education publications. The study has been reported in a variety of publications through the Eric Clearinghouse on Teacher Education, and journals or monographs of the American Association of Colleges for Teacher Education and the Association of Teacher Education. Reference to this study in this presentation is made for the purpose of emphasizing the current concerns of teacher educators and the process of changing teacher education. All of the study's data, conclusions and implications cannot be detailed on this occasion but the general findings and conclusions are most appropriate to what has been happening during the past ten years at The University of Toledo.

The findings of Joyce, Varger, and Howey National Survey on Teacher Education have been expressed in a series of propositions about the present state of preservice education and bases on which a reform effort might be constructed. The study authors basically conclude that preservice education should undergo a massive reform effort and present conditions are proper for such an effort in the educational-social community.

The propositions about the present state of preservice education are about what one would expect. For example, preservice education is subject to vast pressures to change; there are considerable obstacles to reform in teacher education; the variation among teacher training programs across the nation is not impressive; teacher educators have not applied much in the way of technology to the preparation of teachers, it's still a labor-intensive operation; there is relatively little research and development capability in most teacher education institutions; the role of the teacher is very complex;

and there are few institutions which maintain school improvement teacher training linkages.

The propositions for teacher education improvement or reform are far more interesting. For example, Joyce, Yarger and Howey make these among other points about the future of teacher education on the basis of their national survey:

(1) Collaboration among the states, schools districts, colleges, teacher organizations and other professional organizations will be necessary in order to develop the comprehensive approaches needed for training in teacher education.

(2) Present provisional certificates provided to preservice trainees on the basis of a college degree and/or four years of training should be eliminated and replaced with a license which simply certifies an "Introduction to the profession of teaching." Such a license would only enable persons to qualify as interns or for further clinical training.

(3) Clinical training following preservice teacher education would be conducted in training centers operated jointly by states, school districts, colleges and teachers. Such training would be tailored to the teaching roles in specific school districts.

(4) The collaboration or coalitions which must be established between school districts and higher education institutions are also needed for creating the research and development effort required for school curriculum improvement and the continuing education of teachers (meaning inservice education).

(5) Higher education personnel need to retrain themselves, in a clinical sense, to increase their capability to engage in educational research and development, especially in terms of training practices. Teacher educators must learn not only how to teach, but how to change others' views to accept their methods.

(6) Preservice program development would be articulated with inservice program development.

(7) There would be considerable articulation between teaching on campus and in field experiences; more laboratory-type training would be required resulting in a combination of laboratory and field setting operations.

The fundamental idea is to face the problems of preservice education, inservice education, school improvement, certification, admission, and research and development in a comprehensive manner which would result in program efforts as an integrated whole. Any piecemeal approach to teacher education operations would be abandoned and our school-college problems would be considered as one entity utilizing the efforts of all persons within the teaching profession. Here is the latest and most definitive pronouncement on the future of teacher education in the United States.

These pronouncements on the viable future of teacher education provide a backdrop for looking briefly at the competency-based teacher education program created and operated at The University of Toledo. Please keep the Joyce, Yarger, Howey thesis in mind as I attempt to point out some of the salient features of our teacher education program from its conception to its implementation and operation. You can then further consider whether such a thesis is feasible and reasonable.

The competency-based teacher education program at The University of Toledo has been an attempt to bring the University, the public and parochial schools with which it cooperates, and the community into various coalitions that function cooperatively in a preservice and inservice teacher training program. A comprehensive educational reform-renewal strategy has been developed for a city, a region, and their educational institutions. It has involved a systems approach in modeling, developing, organizing and operationalizing a considerable

change effort in teacher education and education generally. The basic organizing elements in the program system are the development of individually guided education (IGE) (which has involved the creation of multiunit schools) competency-based education (CBE) and competency-based teacher education (CBTE). These elements are effectively linked together to create a climate for and the support of a strategy for massive educational change. It has been a total effort to deal with educational complexity by considering all components in the educational process with the result of producing educational change and benefits for learners in elementary schools, secondary schools, and University teacher education programs. We stated at the outset in designing our CBTE/CBE/IGE teacher education program that it would be a single comprehensive effort to bring about educational changes in the way that teachers were prepared as well as educational changes in the schools where those teachers would likely teach. The general idea was that any effort to change teacher education should also result in change in the schools where our teacher education students would practice. We believed that a large state-supported university (like The University of Toledo) must be directly linked through its College of Education to the success or failure of the public and/or private schools with which it works and cooperates. The idea was a working partnership which would put the University and its public and private school partners to work together on teacher training for both young, new teachers as well as older, experienced teachers.

All of these ideas required certain things of our teacher training process. The program must be heavily field-based (related to the real world of teaching in classrooms) to bring reality to teacher preparation. Our broad goals of education must be clear and firm so that our success in accomplishing the goals could be demonstrated which would make us accountable for our efforts.

Using these goals, we would provide a program of teacher training which would specify the knowledge, skills, attitudes and values (competencies) needed by teachers. We would also make possible alternative means and varying lengths of time for reaching such competencies in the teacher education program. The attempt would be made in schools cooperating with our teacher training program to create an instructional curriculum which would meet the known individual differences of learners through individualizing the instructional process. All learners, young and old, would have an opportunity to meet a number of common educational objectives but all would not meet them in the same way or in the same amount of time.

What was created and what has been operated at The University of Toledo as a preservice-inservice teacher education program has been a continuous ten year research, development and implementation effort blending CBTE, CBE and IGE. A full account of our thinking and efforts appeared in a book titled, Partners for Educational Reform and Renewal written with Richard W. Saxe and other faculty members which was published by the McCutchan Publishing Corporation in Berkeley, California.

Our efforts to change teacher education began in the Spring of 1968 as one of nine developmental research programs funded by the United States Office of Education known as the Model Elementary Teacher Education Projects. These nine research program efforts were expanded into ten programs in the second phase of the effort involving feasiblity studies. The fundamental design and development of competency-based teacher education in the United States can be directly traced to these studies. This effort resulted in the design of our comprehensive teacher education model program.

The University of Toledo's CBTE program design effort resulted in the development of educational specifications or instructional modules for six

target populations, three being preservice and three inservice. The preservice populations were preschool and kindergarten teachers, elementary teachers, grades 1-6, and teachers aides or paraprofessionals. The inservice populations were inservice elementary teachers, administrative personnel, and college and university personnel. We believed, and still do, that previous attempts to change teacher education have usually failed because of attention paid only to preservice education populations rather than to all populations involved with schools.

The Ohio or Toledo Model, as it became known, required that all groups of educational personnel who were actively involved in the education, induction and support of new teachers had to undergo training or re-training programs which dealt realistically with the major contexts of educational change. These contexts we identified as instructional organization, educational technology, contemporary learning-teaching process, societal factors and research in teacher education.

The conceptual design for our work involved:

(1) The defining of general goals of teacher education,

(2) the examining of these goals in the five contexts just mentioned,

(3) the developing of behavioral objectives for the general goals through the five contexts,

(4) the creating of educational specifications or modules to incoporate the behavioral objectives for each of the six target populations, and

(5) the bringing together of these modules into groupings called model programs.

In this design certain basic assumptions were implicit in addition to those previously stated:

1. Modern teacher education must prepare teachers for the schools of the

future which were defined as those employing a differentiated staffing arrangement, team teaching operations, multiunit organization, etc. Preservice students would receive their training under this type of school organization and operation.

2. All elements or target populations of the educational system must be given appropriate and adequate training and re-training to the best degree possible for the new approaches to education or there could be only limited, negligible change in teacher education curriculum and school programs.

3. Elementary teachers were prepared to specialize in one field of study (social studies, reading and language arts, mathematics, or science) and to generalize in the other three.

4. Teachers were instructed by and taught to use the most recent technological and media innovations.

5. The program required the application of behavior modification as well as appropriate practices dictated by developmental psychology.

6. The program required awareness of the cultural differences existing in society.

7. Teachers were taught to know how to assess and modify their own teaching behavior and style.

8. Teacher preparation was continuous. Time required for any candidate to complete the training program depended upon the satisfying of performance criteria established for behavioral objectives.

9. Teacher education instruction and curriculum on campus would model to the extent possible the instructional and organizational changes being developed in schools collaborating with the teacher education program.

10. The teacher education model produced was self-renewing and able to be constantly improved by the use of evaluation procedures involving prompt,

objective program feedback.

11. Teacher education would become, in terms of systems theory and operations, a changing instead of a static process.

Paralleling campus CBTE design development, the College of Education began inservice programs with public school systems in the Toledo metropolitan area to introduce and support educational innovations. A basic aspect of this activity was the development of individually guided education and the multi-unit schools incorporated in our instructional model. Similar efforts were undertaken to apply aspects of such thinking to secondary schools. The result of our efforts was an extensive inservice network with sixteen school districts in Northwestern Ohio plus the formation of a metropolitan unit league of multi-unit schools which has involved as many as 24 elementary schools.

Our working relationships with schools also resulted in the development of an extensive competency-based education project with the parochial schools of our area with the final result being the creation of a full set of curriculum guides in a competency-based mode that resulted in broad curriculum changes in the Toledo Diocesan School District.

As the design of the elementary CBTE program was being completed in 1970, the faculty began the initial development of the secondary CBTE program based on much of the thinking that had occurred in the creation of the elementary teacher education model. The secondary teacher education model produced emphasized the individualization of instruction in secondary education, promoted the use of performance criteria and criterion-referenced evaluation, provided a mechanism to enable all interested and concerned parties to have access to and input into curriculum and instructional decisions, and established a system for revitalizing the skills and competencies of the preservice and in-service professional staff.

Implementation of the first completed segments of the elementary and secondary CBTE programs was started in the Fall of 1971 with full program implementation completed by the 1973-74 academic year.

As our conceptions of educational reform and renewal developed, a logical extension of such efforts resulted in the creation of a teacher center which we called a Teacher Education Center. A plan was developed and carried out for the creation of a teacher education center which would take over in time the role of implementer and re-educator in schools where CBTE, CBE and IGE were being initiated and becoming on-going. The teacher center would initially be a nucleus around which the preservice program operated to educate prospective teachers in using the CBTE approach as well as developing the competencies necessary for those teachers to function in IGE operations and schools utilizing CBE procedures. A teacher education center site was located and remodeled for the facility, and the center became operational in the 1973-74 academic year.

The teacher education center provided a wide variety of preservice and inservice activities for teachers. It housed a large curriculum materials collection, a wide variety of educational media and technology items, the opportunity for instructional materials production, a micro-teaching laboratory, simulation and gaming laboratories to provide instruction on learning and motivational techniques, a testing center for pre and posttesting on instructional modules, and the development of an information storage and retrieval system to guide center users to available educational resources. Basic functions of the teacher education center were consultation, demonstration, instruction, production, and evaluation.

Other developments in our continued effort to create a total, integrated teacher education system, preservice and inservice have been:

(1) The creation of a career decisions program which precedes the preservice CBTE program and enables young persons considering teaching as a profession to make an informed, firm decision about one's potential life's work.

(2) The development of university field agents which we call "facilitators," a name given to university faculty who provide liaison between schools and the universities throughout the development and implementation of the CBTE, CBE and IGE programs.

(3) The creation of inservice training and activities through mini-courses, complete with pre and posttests on a variety of subjects related to CBTE, CBE and IGE development.

(4) The creation of staff development programs involving institutes, workshops, etc. to orient and train college and university personnel, teachers and school administrators so as to provide them with firsthand opportunities to examine and become involved with CBTE, CBE and IGE programs.

(5) The creation of a management information system, partially computer based. to provide conditions insuring visibility of all program processes, accountability of program personnel and students, revisability of inefficient, ineffective, or inadequate program components, and the transferability of useful techniques and products across the program and to other programs.

(6) The development of a training program for adult volunteers and para-professionals who serve in IGE schools.

(7) The continuous assessment and revision of instructional modules in the CBTE program using the computer based management information system and evaluation efforts of CBTE faculty.

(8) The development of a research-evaluation effort for the CBTE teacher education model which has four major considerations: (1) the organizational structure of the program, (2) the computer managed information system, (3) formative evaluation procedures and (4) the development of a comprehensive CBTE research model which will attempt an exploration of the potential relationships between teacher education instruction, student teacher performance, pupil performance and pupil outcomes.

The successful combination of educational programs, institutions, personnel and facilities for the creation of a comprehensive educational system is presented in the figure entitled "A Comprehensive Model for Educational Reform and Renewal." This figure indicates the total teacher education system operating at The University of Toledo and a linkage of competency-based teacher education at the preservice level with the inservice activities of competency-based education and individually guided education. The teacher education center is viewed as the linking mechanism. Here is a total model which attempts to deal with educational complexity while considering all of the components or factors which are involved with the preservice, inservice educational change process. Whatever occurs in one element of the process affects all of the others. The total model represents a successful combination of educational programs, institutions, personnel and facilities. We can testify that many of the Joyce, Yarger, Howey propositions for teacher education reform and improvement are sensible and realizable.

We have successfully been involved for the past ten years in presently advocated comprehensive teacher education conceptualization and activities. We do not claim to have all of the answers on the successful operation of a comprehensive teacher education system. We have learned a great deal about

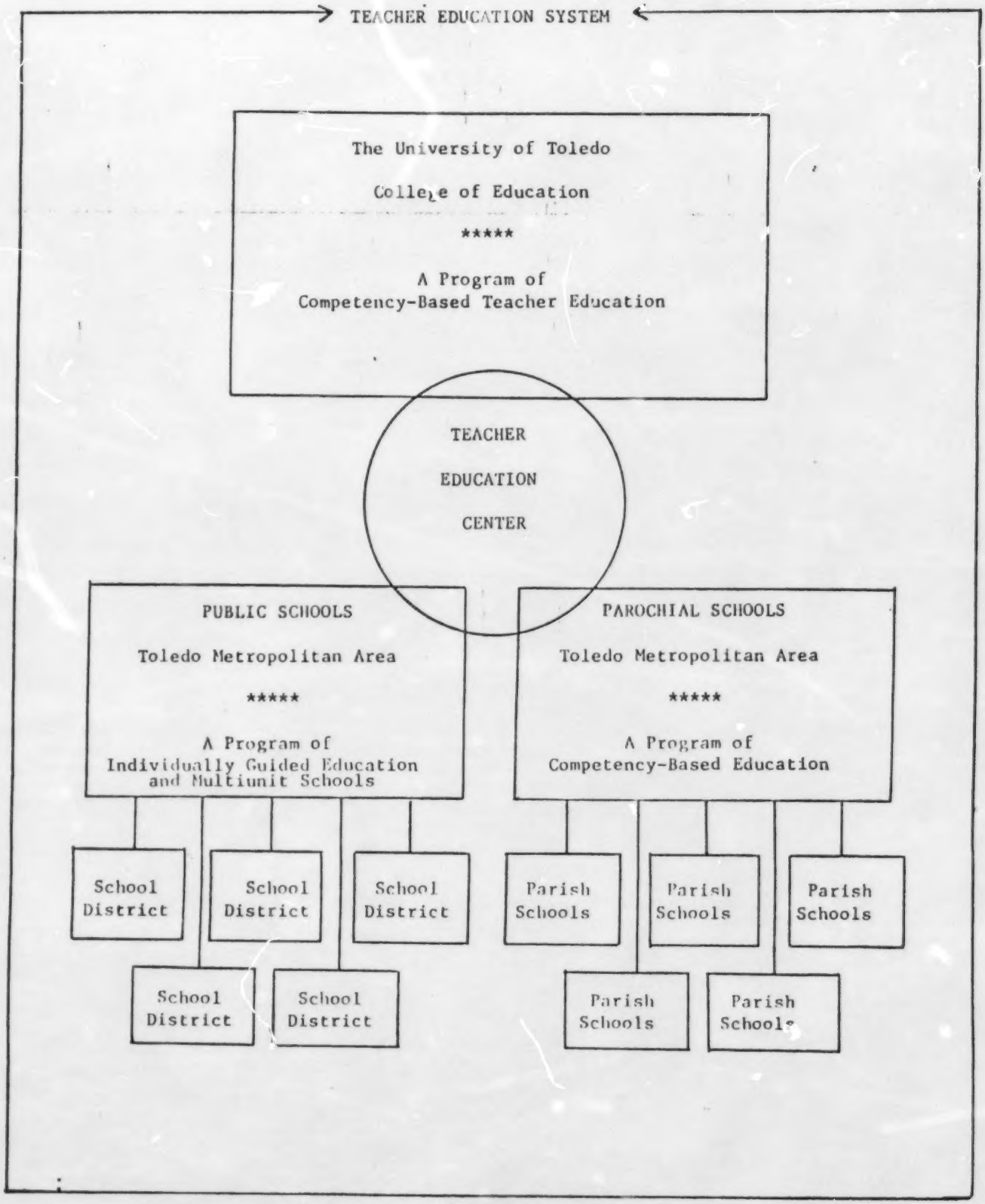

Figure 1. A Comprehensive Model for Educational Change, Reform and Renewal

how to integrate preservice and inservice teacher education utilizing a competency-based education mode coupled with the delivery of individually guided education. Our program has been fully operating since 1973, and it is the teacher education program in existence at The University of Toledo. We are an example of a major teacher education innovation which has not withered or died when outside funds originally awarded to support the innovation ceased to exist. Our program is persisting because a sufficient number of persons in the program are convinced that it is a superior effort to their former practices, and they realize personal and professional success in our type of CBTE program.

Two concerns remain. The research and evaluation required of a CBTE program needs review and a prediction on the future of CBTE seems in order.

Teacher educators involved with any type of teacher training program ought to be concerned with empirical evidence linking teaching behavior and student outcomes in classroom settings. Such concern is deceptively simple to state but tremendously complicated when completely examined. What has to be considered are four different levels where teachers may be assessed. The first level concerns the training experiences for those preparing to be teachers. The second level refers to a teacher's behavior in the classroom, behavior purportedly related to the training experiences he has undergone. The third level refers to the behavior of pupils, the kinds of tasks they perform, what they do in various class situations so that there is some basis for determining any amount and degree of pupil learning taking place. Obviously, such pupil learning has been under the guidance of teachers who have exhibited particular teacher behaviors which have been assumed to have resulted in particular pupil behavior. The fourth level refers to the outcomes of instruction, the changes in pupil behavior which are the fundamental

purposes of education. Educators have to be interested in how well pupils read, how well they perform mathematics, how well they write, what kind of citizens they are, etc. Such outcomes are assumed to be influenced by pupil behavior which should be influenced by teacher behavior which is, hopefully, influenced by teacher training experiences.

Of course, we know that there are many other things influencing pupil behavior and outcomes such as socio-economic status, home and living conditions, the school setting, pupil and teacher characteristics, etc. However, the entire business of teacher education has been based on assumptions that despite all of these additional factors, the influences just stated and the four different levels where teachers may be assessed are powerful enough to have a noticeable effect, level upon level. Here is a reasonable concept of teacher effectiveness: pupils can learn particular things in response to particular teacher acts; as instructional acts are performed, there is a predictive power related to pupil achievement.

Such thinking is the basic justification for the very existence of teacher education. Teacher educators have always believed that what happens to a teacher in teacher training somehow leads to that teacher's effectiveness in affecting pupil-learning outcomes. The basic concern has been and continues to be the establishing of empirical relationships between teacher education training--teacher behavior--pupil behavior--and pupil or student outcomes.

Organized evaluation of teacher education graduates and programs on such a basis is nearly non-existent. However, competency-based teacher education calls for systematic evaluation of both the training model and its products. Such teacher training systems force educators to accept responsibility for their activities and their graduates. Consequently, competency-based teacher

education personnel have had to become far more concerned than is usually the case with program and product evaluation.

At The University of Toledo, we are working on establishing connective links between the four levels of teacher assessment. We think this can be done and have designed a research-evaluation effort to explore the matter. This effort will begin a validation of our program. The design of our research-evaluation program is too extensive to present on this occasion. It has been published and discussed at other meetings. Briefly, we will be engaged over the next year and a half, using various observation instruments, in obtaining data on the extent and nature of teacher influence on pupil performance. We believe that our program is producing professional decision makers in the instructional setting. The links between student teacher teaching strategies and performance and pupil behavior need to be observed directly where instructional interaction occurs in a variety of ways and at different periods of time. Some measure of pupil achievement will be included in data collection. Such data generation on student teachers, pupils and the school context provide background for generating hypotheses and conducting a series of correlational studies. Ultimately, we plan experimental field studies and survey, follow-up field studies.

We have begun one pilot study on teaching mathematics in this process and have started a second study on the teaching of reading which will continue to the end of the 1978-79 academic year. Roughly a year and a half from now we should be reporting findings and conclusions that will tell us much more than we now know about our teacher education programmatic efforts and whether they have had the impact we think should be found from the instructional process.

Many teacher educators talk and act as though the CBTE movement has had its fling, has peaked and is now on the way out as a viable teacher education

response to educational change.' Such thinking tends to be reflected in the phasing out of the long operating AACTE/PBTE Committee, and even the Joyce, Yarger, Howey national study on teacher education speaks of what appears to be a rapid decline of competency-based teacher education in the inability of teacher education programs to engineer more systematic and comprehensive changes in their practices. Certainly, those teacher education institutions that verbally jumped on the CBTE program in the early 70's but actually did little to adopt or adapt the approach to their existing teacher education programs, are now off CBTE and in their perpetual state of looking for the "new" approach to the solution of teacher education problems. But as the CBTE storm has cleared in the latter part of this decade, five sixths of all teacher education institutions have expended some energies in the CBTE direction and about half of all teacher education programs have revealed that their objectives call for the application of training knowledge and skills.

Obviously, those institutions that seriously entered the CBTE arena are still heavily involved with this teacher education system and are addressing the research and evaluation problems attendant with it. The reports of activities from such institutions as ours, the Oregon College of Education at Monmouth, the University of Houston and others, are testimony to the serious attention to and continuation of effort in the CBTE movement nationwide.

One thing is certainly clear, the education consuming public is fed up and actually angry about the old and bitter question of whether Johnny is or is not being taught properly how to read, write and perform mathematically. The decline on the SAT scores, the concern for academic skills testing, the passage of state laws establishing minimum competency requirements for promotion or graduation, the concern about incompetence in teaching, the

emphasis on quality education in many states, are all indications that the public believes Johnny is not being taught to do what he is capable of doing. Concern for competency and accountability in education is nationwide and increasing daily.

While teacher educators and school personnel may worry about the effects of competency-based education, the public appears to have endorsed the concept and its practices as the future way to go in educational process. In January 1977, 16 states had established some form of competency requirements. By September of the same year, the number of such states had dramatically risen to 26. The Christian Science Monitor in its November 28, 1977, issue, clearly pointed out that the competency-based instruction movement is advancing rapidly in the country fueled by citizen demands and concerns about our educational system. The entire issue of the November 1977 Journal of the Association for Supervision and Curriculum Development, Educational Leadership, was devoted to competencies as the aim of education, and the articles made clear that despite professional educator concerns, an accountability competency era is highly visible in schools with the CBE bandwagon leaving its wheel marks indelibly in state statutes and State Board of Education mandates. Apparently, the competency-based education movement, which had its beginnings in CBTE, has taken hold of the common schools with a vengeance.

Two years ago, at the second National Conference on Teacher Education held in Indianapolis sponsored by Indiana University, I stated that "CBTE addresses itself better than other teacher education curricular operations to the press for accountability and educational retrospection and

introspection."[2] Further, I stated that "On such a basis it can be confidently predicted that there is no way for CBTE to disappear from the national education scene. It may be modified in varying degrees, but it will continue as long as the public gains some understanding of the concept and believes that it offers hope toward demanding full accountability from teachers and educational institutions."[3] Those statements, if anything, are even more true today.

Those of us who have espoused and promoted CBTE as a useful way to go in the teacher education process are preparing young people for teacher roles who will admirably fit into the kind of schools that are being shaped by the competency-based education movement. At The University of Toledo we are fortunate to be engaged in such a process. We found last year that 72% of our newly prepared teacher education graduates were employed in teaching positions. This high percentage, in a teacher over-supply situation, says something loud and clear about the type of teacher that school districts may wish to employ. We have many good reasons to press forward with our CBTE program. We think we are definitely in tune with the times if not ahead of them. CBTE will continue to be a very important component of the educational change process in the years to come, including the difficult survival years predicted for higher education for the 1980's.

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[2] George E. Dickson, "The Future of CBTE," in Topics in Teacher Education, proceedings of the Second National Conference on Teacher Education, Robert J. Seibel (ed). Bloomington, Ind.: School of Education, Indiana University, 1975, p. 26.

[3] Ibid.